

INTELLIGENCE COMMUNITY STAFF
Approved For Release 2007/01/17 : CIA-RDP80M01133A00000100030-0

16 April 1975

NOTE FOR: Chairman, COMIREX

SUBJECT: Civil Uses Paper



Attached is a reply from OMB regarding your civil uses paper. It is a good answer. I have sent a copy to the DCI. Please stay in touch with Arnie Donahue or Wilkie on the OMB/NSC study.



ACTION

28 March 1975

NOTE FOR MR. OGILVIE, OMB

Don:

STAT The attached is a paper which the Director and USIB have approved concerning civil agencies' requirements for [] coverage of the United States. You will recall I advised you that at the last PFIAB meeting with the Director, the President specifically drew attention to the desirability of determining whether "military" photo satellites might also serve NASA and other civil agencies productively for civil uses. As I understand it, OMB took on the responsibility with respect to that charge.

This paper represents the Intelligence Community's step in the direction indicated at that time.

In the course of the USIB discussions, it was agreed that the final reply would contain an additional subparagraph indicating that the DCI does not consider that a direct charge to the civil agencies is required at the indicated level of effort. However, if that level increases in the future, it may be necessary for the participating civil agencies to share in the program costs in some proportionate manner.

STAT Attachments []

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CIVIL AGENCIES' REQUIREMENTS FOR

[] SATELLITE COVERAGE OF THE US

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1. In September 1974 four civil mapping agencies forwarded to Chairman, COMIREX, a joint memorandum (Tab A) stating their projected combined needs for [] satellite coverage of the US and a request for formal assurances that sufficient source materials will continue to be made available in the future to accomplish their civil mapping-cartographic applications programs. The memorandum also reviewed the background and specific applications planned in each agency.

2. A draft affirmative reply (Tab B) to the joint memorandum has been approved in principle by the DCI and circulated to the USIB Principals (Tab C) for review and discussion.

Discussion

3. US civilian agencies have been steadily increasing their use of T-KH materials in various domestic mapping and related survey efforts. The focus of this activity has been at the classified facility of the United States Geological Survey (USGS) at Reston, Virginia, which was established in December 1968. As the September 1974 memorandum indicates the agencies involved are at a stage where they must make decisions and commitments on long-range dedication of resources to map production based on the products of classified satellite technology. The September 1974 memorandum was jointly submitted by the primary user components, respectively, of the Departments of Agriculture, Army (Civil Works), Commerce, and Interior.

4. The use of classified satellite photography to support the National Topographic Map Program of the USGS is of long standing.

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a. In May 1969, the USIB approved the collection of KH-4 panoramic photography of the US at a rate of 300,000 square miles per year, and in 1971 the USIB extended that authorization for a comparable collection effort with panoramic imagery from the newly operational [] system.

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b. In 1972 USIB reaffirmed this collection effort and also authorized collection efforts by the specialized [] mapping camera system, subject to the Defense Mapping Agency's established Mapping, Charting, and Geodesy priorities on a worldwide basis.

c. At the present time about two-thirds of the US has been photographed with the [] panoramic system. Only a small amount has been covered with the specialized mapping camera.

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5. In April 1972 the Office of Management and Budget created the Federal Mapping Task Force (FMTF) to study the civilian mapping community and develop plans for improving its productivity and responsiveness to contemporary national programs. The Task Force issued a classified report in July 1973 which among other things concluded that a more systematic use of [] panoramic photography and related advanced technology would greatly increase efficiency and productivity for a wide range of federal mapping applications.

6. On 21 August 1973, OMB requested the views of the DCI concerning the feasibility of the Task Force recommendations. After consultation with the USIB, a reply was sent to OMB (Tab D) in which comments were limited to the proposed use of satellite reconnaissance photography as a national cartographic data base for unclassified map production on the US.

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a. The DCI indicated that he would assist this effort within the statutory limitations placed on CIA with respect to involvement in domestic affairs and activities and his responsibilities for the protection of intelligence sources and methods.

b. He identified two areas of concern relative to the report. The first related to the matter of security, and the other to the ability of the National Reconnaissance Program (NRP) to meet broadened requirements of the civil agencies while at the same time continuing to fulfill the requirements of the US intelligence community.

c. The DCI further designated the Chairman, COMIREX, as his executive agent to work on further exploration of the feasibilities of implementation.

7. Although the FMTF recommendations have not been implemented formally, the civilian mapping community has begun to plan toward the Task Force goals relative to expanding the civilian exploitation of available satellite imagery. The several organizations conducting pilot studies in the [] that are directly or indirectly associated with mapping activities, have found the [] imagery satellite source materials applicable to their programs. As indicated above long range involvement will require dedication of personnel, equipment, and physical space.

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8. Except for the USGS requirements (paragraph 4 above) which have the formal endorsement of the USIB, the principal mechanism for organizing and channeling civil requirements in the past has been through the [] Steering Group. That group was disbanded when the Office of the President's Science Advisor was abolished in 1973. There has been a proposal under review within the NSC Staff to form a group under the auspices of the USGS to perform the previous []

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functions and act as the formal interface for these requirements. Final action on this proposal has been deferred pending further staff discussions. The present joint memorandum (Tab A) is in essence a substitute for the type of action which would be undertaken through a formally established civil agency requirements group.

9. The joint requirements statement reflects the increased levels of collection recommended by the FMTF report. The joint statement of requirements contains recommendations for approval of four basic elements:

a. Completion of once-over [] panoramic coverage of the US by the end of FY 75.

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b. Thereafter annual collection of [] square nautical miles of [] panoramic coverage of the US.

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c. Coverage of the US by [] mapping camera photography at the rate of [] square nautical miles per year.

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d. Annual coverage of [] square nautical miles of color infrared imagery for civilian applications. Whether panoramic or mapping camera is not specified, but this requirement could be more easily satisfied by the panoramic system than by the mapping camera subsystem.

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10. The most critical of these four requirements is the completion of once-over [] panoramic coverage of the US. This photography would constitute a general purpose data base which would be used in a wide variety of unclassified mapping and cartographic applications. The availability of such coverage would allow a major change in civilian map production technology similar to that experienced by the Defense mappers

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during the past decade. The resulting expansion of map production capability could contribute significantly to priority national programs involving the environment and to improved management of natural resources. While about 70 percent of the US will have received "once-over" coverage by the end of this summer, it is infeasible to complete this coverage in FY 75 as requested. The National Reconnaissance Office (NRO) has performed a preliminary analysis of the joint civil agencies requirements and the discussion in paragraphs 3 and 4 of the proposed response (Tab B) is based on the NRO data.

Staff Position

11. To meet a significant portion, but not all, of the needs identified by the civil agencies will require a level of effort equal to about two to three percent of current [] film. Such a level of effort appears warranted in terms of the stated long run benefit to the civil programs and will not seriously impact foreign intelligence applications.

12. The Defense Mapping Agency and some intelligence organizations feel that the present austere level of collection against foreign areas is so tight as to make questionable the specific allocation of any film to non-intelligence civil uses. They argue that even the small amounts identified here should be allocated first to the military intelligence purposes. While the total amount of [] film which is exposed annually is quite large it does not, in fact, completely satisfy all intelligence needs, and there are always some applications where additional [] photography would be desirable. In many such cases, however, the value of attempting additional collection at the time is limited because of diminishing returns and on balance it appears justified to allow a very small percentage of film to be used in support of the civil programs. The film would be made available by making a number of minimal adjustments in various requirements categories during the planning and operation of the missions.

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13. While two to three percent of the film may be allocated to civil applications, it appears unnecessary, as well as impractical, to attempt to recover the cost of this as a pro rata share of the direct collection system cost because the collection system itself has been developed and is launched exclusively on the basis of foreign intelligence needs. The utility for civil applications is strictly a by-product. The direct cost of film and film processing for the unique coverage of the US resulting from the civil requirements is estimated to be less than [] per year, even with increased amounts of US coverage.

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14. Approval of an affirmative reply to the joint agencies will formally commit the intelligence community to continue support to civil applications at a low level of effort as a by-product of the foreign intelligence collection. This decision would be consistent with past practices, the basic findings of the earlier [] activity and the subsequent Federal Mapping Task Force review. Before final action is taken, the DCI's decision will be reviewed with the USIB. The proposed reply and joint agencies' request have been circulated to the USIB Principals for their review (Tab C). The proposed action will also be reviewed with appropriate members of Congress.

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15. Paragraph 6 of the proposed reply (Tab B) is written to communicate specific guidance from the DCI to the joint addressees in three policy areas:

a. That the intelligence community will not be involved in decisions concerning civil users' needs or priorities;

b. that civil applications are incidental to the foreign intelligence collection effort, and;

c. that his affirmative decision is based on economy of effort at the national level within statutory limitations with respect to domestic affairs and protection of intelligence sources and methods.

The final paragraph of the proposed reply (paragraph 7) identifies the DCI's support for consolidation and strict prioritization of the civil agencies' requirements.

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Tab A

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Tab A

Joint Memorandum to Chairman, COMIREX,
from Joint Addressees, [REDACTED] 16 September 1974

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Memorandum

To: Chairman, COMIREX

Through: Chairman, MC&G Working Group

Subject: Civil Requirements for Satellite Imagery

The enclosed justification for satellite imagery is forwarded for your review and consideration. It represents requirements for satellite imagery to support programs in the Departments of Agriculture, Army (Civil Works), Commerce, and Interior.

The involvement of civil agencies in the exploitation of satellite imagery includes extensive dedication of personnel, equipment, and physical space. In order to develop realistic programs utilizing the satellite technology, it is necessary to have a firm commitment by the USIB and COMIREX to insure that sufficient source materials will be available in the future for the accomplishment of these activities.

We look forward to a timely decision in favor of these civil requirements and supporting the continued use of these systems as a national asset.

John R. McGuire
John R. McGuire, Chief
Forest Service, USDA

John W. Townsend Jr.
for Robert M. White
Administrator, National Oceanic
and Atmospheric Administration
Department of Commerce

W. C. Gribble, Jr.
for W. C. Gribble, Jr.
Lieutenant General, USA
Chief of Engineers
Department of the Army
D. A. RAYMOND
Major General, USA
Deputy Chief of Engineers
Enclosure

V. E. McKelvey
for V. E. McKelvey
Director
U. S. Geological Survey
Department of the Interior

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Civilian Requirements for Satellite Imagery

Background

In 1969, the USIB approved a program for the collection and utilization of [] photography in the United States in support of the National Topographic Map Series. The authenticated program provided for an annual USGS requirement of [] nautical square miles of panoramic photography in the conterminous U. S. In 1971 this program was updated for the [] system, and the USIB approved the extension of the requirement area to include all of the United States and its outlying areas (e.g., Puerto Rico). In 1972, a total requirement of 1.6 million nautical square miles of the [] Mapping-Camera-System (MCS) coverage in the U. S. and 0.4 million nautical square miles in Antarctica was approved for collection to satisfy metric requirements.

In 1972-73, the Office of Management and Budget (OMB) conducted a study of civilian mapping, charting, and geodesy (MC&G) requirements, operations, products, and methods. A summary of the investigation, conclusions, and recommendations was published by OMB in July 1973 under the title, "Report of the Federal Mapping Task Force on Mapping, Charting, Geodesy and Surveying." Two of the recommendations made in this report were:

- o "The once-over coverage of the United States with suitable cloud-free photographs by the reconnaissance satellite system be endorsed as a national domestic requirement, to be completed within 1 year." (There has been some confusion on the interpretation of this recommendation. It was intended to indicate a requirement to complete the once-over coverage of the U. S. with [] panoramic photography. In other words, the requirement was to obtain photography of the areas in the U. S. that had not been covered by missions 1201 through 1205.)
- o "Recoverage be provided to an extent of [] square statute miles, unique, [] percent cloud-free, per year. Such an allocation is to be considered separate from and without any impingement on the military MC&G requirement."

If these recommendations are approved and the collection of imagery is accomplished, there will be a significant expansion of civilian exploitation of satellite imagery. At the present time, there are several Departments conducting pilot studies in the Reston facility that are directly or indirectly associated with MC&G activities. Some of the agencies in these Departments have already indicated a commitment to utilize these source materials in their programs. This has been accomplished with a certain amount of risk involved since the above stated requirements have not been approved by the USIB and imagery has not been available for many of their programs.

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Collection Status ☐ Panoramic Photography and ☐ Mapping Camera System

The collection status of KH-4 and ☐ photography for civil requirement areas is given in table I for fiscal years 1972-75. The collection of panoramic photography in FY 74 and the first mission ☐ in FY 75 indicates a continuing trend of underachieving the program objective. This same trend is apparent in the collection of frame photography from the Mapping Camera System. In the first four missions with MCS capability, only 127,180 nautical square miles of coverage have been accomplished against civil requirements. It is evident that these requirements have received only token attention.

Additional Civil Requirements

It is apparent that the spiraling increase in concern for our environment has brought on a commensurate increase in public demand for more efficient management of our resources and the environment by government agencies. The energy shortage, depletion of natural resources (renewable and non-renewable), deterioration and pollution of the environment, and the current status of the national economy are examples of some of the problem areas that have been responsible for major program changes in many agencies, and, in some instances, have led to the creation of new agencies (e.g., the Environmental Protection Agency). The excellent potential of satellite imagery as a timely and efficient source for the classification and detection of change in the physical environment should be heavily weighted in the development of national requirements. The satellite systems are excellent management tools as they provide an efficient means of monitoring the vast area of the U. S. on a timely basis.

Although all of the investigations have not been completed and the total number and kinds of applications and user agencies have not been identified, agencies in the Departments of Agriculture, Army (Civil Works), Commerce, and Interior have been able to identify current and potential requirements for high-resolution satellite imagery. A tabular summary of the annual and total requirements known today is presented in table II. A summary of the ongoing programs and involvement of the four Departments presently seeking to utilize the TALENT-KEYHOLE materials follows.

1. Department of Agriculture. The Forest Service has been conducting pilot studies in the USGS classified facility since 1972. As a result of these investigations, the Forest Service has identified several programs that have been proposed for implementation with the support of satellite imagery (see table III). Two of the major programs are:

- o National Forest Inventory. The Forest Service has adopted a multilayer mapping system that is based on the 10,700 USGS 1:24,000-scale quadrangles that cover the National Forests. The basic quadrangle will be supplemented by resource

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"overlays" that include timber classification, slope information, soil classification, mineral activities, communication information, administrative sites, etc. This data base can be derived from the [] system and can be stored in graphical and/or digital formats. In addition, once the data base has been established, it will be possible to revise the data base and maintain the currency of the information by utilizing periodic recoverage of satellite imagery.

- o Monitor Disturbances on Forest Lands. In addition to the activities in connection with National Forests, the Forest Service is also responsible for maintaining an inventory of forest resources (area, location, timber types, and volume) on a nationwide basis. The inventory cycle is 5-10 years and is determined by the rate of change in the area. It is estimated that 5 percent of all forested lands are affected by natural and/or man-caused disturbances annually. Based upon the large area of the U. S. (approx. [] sq. mi.) that is monitored, the [] system provides a unique and efficient source to accomplish this mission.

The Soil Conservation Service, Statistical Reporting Service, and the Agricultural Stabilization and Conservation Service are also conducting investigations in the use of satellite imagery to support their programs. In summary, the Department of Agriculture has demonstrated a use for the imagery from the [] system. The results from the classified studies indicate that the [] system is also an efficient source for resource evaluation. And finally, the usefulness of both systems would be greatly enhanced by the addition of the []

2. Department of the Army, Corps of Engineers (Civil Works). The Corps of Engineers (Civil Works) is responsible for the accomplishment of many domestic programs that can be supported by satellite imagery. [] material has been used to develop geologic analyses for proposed water resource projects, to investigate sites to determine their potential for pumped-storage power facilities, and to do base-line environmental mapping for regional water resource studies. It is anticipated that [] material can also be used to locate and monitor coastal and river-bank erosion problems, monitor Federal lands to limit encroachments, and to assess flood hazards and damages (see table IV). It is currently estimated that the annual requirement for imagery to support these programs is 250,000 nautical square miles. Most of this requirement can be adequately satisfied by the imagery obtained from the [] systems.

3. Department of Commerce, National Oceanic and Atmospheric Administration (NOAA). The National Ocean Survey (NOS), NOAA, has the assigned mission to produce and maintain navigational charts (aeronautical and nautical) for the U. S. and surrounding coastal waters. The program requirements are to

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revise the aeronautical charts twice a year and the nautical charts at indefinite intervals that are based on the amount of change in terrain and cultural features. Timely acquisition of panoramic photography is essential to these programs to insure the immediate application of changes vital for safe navigation. Imagery from the [] Mapping Camera System is also required to provide a unique capability to derive a unified system of map control points to support the charting requirements. In addition to the charting activities, NOAA is active in a wide variety of programs that utilize photographic imagery as a source material. These include such areas as damage assessment after coastal flooding, ice movement in the Great Lakes, and the location of coastal fish populations. A list of products and the requirements for imagery characteristics are given in table V.

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4. Department of the Interior. The Geological Survey has been utilizing the materials from the satellite system in support of the National Mapping Program since 1969. Along with the mapping program, the Survey has instituted other activities that include a Land Use and Data Analysis (LUDA) program, environmental studies, and the classification and inventory of natural resources.

In addition to these programs, the Bureau of Land Management and the Bureau of Indian Affairs have also initiated activities in the classified facility. These agencies are actively engaged in the administration and management of approximately 30 percent of the land area of the U. S. For these purposes, satellite imagery provides an excellent and economical management tool to classify and monitor the natural and man-created effects on the environment.

Imagery characteristics required to support programs of the Department of the Interior are given in table VI.

Recommendations

It is recommended that USIB approve:

1. The NRO collection of [] panoramic photography to provide complete once-over coverage of the United States by the end of FY 75 (coverage by missions []).
2. The NRO collect [] nautical square miles of [] panoramic photography annually beginning in FY 76.
3. The NRO collect all of the U. S. with [] Mapping Camera photography at a rate of [] nautical square miles annually.
4. The NRO collect [] nautical square miles of [] annually in the U. S. for civilian applications.

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It is important that the civilian community receive a timely response to these recommendations. If the recommendations are not approved and the collection cannot be accomplished, major program changes, fiscal allotments, physical construction, equipment procurement, and personnel assignments will have to be adjusted. Acknowledgment of a firm commitment to these requirements is necessary in order that the civilian agencies may progress into the codeword arena with total assurance that a viable program can be accomplished.

Enclosures
Tables I-VI

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Tab B

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Tab B

Recommended Memorandum of Reply
for Joint Addressees

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MEMORANDUM FOR: John R. McGuire
Chief, Forest Service, USDA

Robert M. White
Administrator, National Oceanic and
Atmospheric Administration
Department of Commerce

W. C. Gribble, Jr.
Lieutenant General, USA, Chief of Engineers
Department of the Army

V. E. McKelvey
Director, U. S. Geological Survey
Department of the Interior

SUBJECT : Civil Requirements for Satellite Imagery

REFERENCE : Joint Memorandum to Chairman, COMIREX,
16 September 1974, [REDACTED]

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1. This memorandum replies to your request (reference) outlining joint requirements for satellite imagery to support programs in the Departments of Agriculture, Army (Civil Works), Commerce, and Interior. This reply has been reviewed by the Director of Central Intelligence, in consultation with the USIB, and he has approved continuing support to your programs as outlined herein. Your need to have a firm understanding of the commitment which can be made to these requirements is fully appreciated.

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2. As you know, the intelligence community engages in continuing evaluation of the satellite imagery program in relation to projected intelligence needs, the technology and capability of various satellite imagery systems, and the related costs and schedules involved. The objective is to ensure that the satellite imagery essential to the national security is provided, but at the minimum cost possible. As you are probably also aware, the launch rates of the present systems have been reduced and their on-orbit life stretched out to effect economies. Despite the consequent reduction in total capacity and flexibility, it appears that it is in the broad national interest and of economic benefit to continue allocating a small percentage of film for the civil applications which you have identified, and that effort will be supported.

3. Your identified requirements will be handled on the basis of a level of effort -- equivalent to about two to three percent of current film -- which appears reasonable to support as a cost effective contribution to federal operations. As discussed below, sufficient collection resources are not available to meet all of the needs which you identified without unacceptable impact on the projected foreign intelligence collection program. It appears, however, that the feasible level of support will contribute significantly to the satisfaction of your requirements. For your planning purposes, the projections below are keyed to your four Recommendations (reference).

a. Recommendation 1: Based on a preliminary NRO evaluation it does not appear feasible to complete "once-over" coverage of the US with [] panoramic photography by the end of FY 75 [] as outlined in your first recommendation. About [] of the US will have been covered satisfactorily at that time and the phasing of completion of the remainder will depend upon your view of the priority of this specific requirement relative to the second recommendation, below.

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b. Recommendation 2: It appears feasible to plan for a minimum acquisition of about [REDACTED] square nautical miles of [REDACTED] panoramic photo coverage per year against the identified requirements. This projection includes the previously approved collection requirements for the USGS. Within this increased level of effort you will need to determine and advise me on such aspects as the relative priority to be placed on completing the "once-over" [REDACTED] pan coverage (a. above) versus current needs for recovery. Essentially unpredictable factors will determine whether an additional [REDACTED] square miles of [REDACTED] pan coverage per year can be provided to meet the full [REDACTED] square nautical mile requirement identified in your second recommendation. Included in the unpredictable factors are intra-mission efficiencies, the outcome of technical improvements still in process, and the applicability to your needs of other photography of the US which will be acquired during engineering tests and in response to Defense-related or other intelligence support needs.

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c. Recommendation 3: The rate of collection over the US with the [REDACTED] mapping camera is governed by the requirements of the Defense Mapping Agency which are arranged on a world-wide basis and include the US. The feasibility of satisfying the requirements for mapping camera photography at the [REDACTED] square nautical mile per year rate identified in your third recommendation will be studied in conjunction with DMA.

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d. Recommendation 4: The current experimental program of special films on the [REDACTED] panoramic camera system may provide some capability for collection color-infrared imagery of the US. However, the loads of special films that are being carried are quite limited and are

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planned on a mission-by-mission basis. It is uncertain at this time whether collection of any significant portion of the [] nautical square mile requirement which you identify can be satisfied, particularly if there are specific constraints on the time of collection. I suggest that this requirement be reviewed on a continuing basis in connection with our mission planning.

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4. Current projections call for the launch of two [] satellites per year through FY 77, and one per year for FY 78, FY 79, and FY 80. Some performance improvements are anticipated for future vehicles, and the reduced launch rate in the later years is predicated on the presence of other capabilities which will reduce the overall intelligence need for [] photography. For these reasons the reduction to one [] mission per year will not necessarily reduce the availability of film allocable to your purposes. These relationships and the precise future launch rate for the [] system are now under detailed study and are scheduled for further review in July and November 1975. If the reviews alter in any substantial way the projections in the foregoing subparagraphs I will advise you accordingly.

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5. There are several additional factors which must be recognized in relation to these projections. Intelligence needs, themselves, are inherently difficult to predict because of the changing international situation. While our projections for satellite imagery make allowance for this fact, the emergence of a major unforeseen intelligence need could impact even the small allocation of film for civil requirements. Finally, there is always the possibility of a launch or on-orbit failure of one of the systems, which would obviously severely constrain collection capabilities against all requirements.

6. The Director of Central Intelligence has instructed me to convey several specific points on his behalf:

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a. He has asked that this reply note explicitly the understanding that in considering the civil applications the intelligence community will have no involvement in decisions concerning civil users' needs or priorities.

b. He wishes to emphasize the primary foreign intelligence and DoD mapping requirements focus of the classified imagery satellite program and the understanding that collection for civil applications will be incidental to the foreign intelligence collection effort.

c. He is sympathetic with efforts to find means to economize on national expenditures related to US mapping, survey, and similar civil applications, and he will therefore support these efforts within the statutory limitations placed on him with respect to involvement in domestic affairs and activities and his statutory responsibilities for the protection of intelligence sources and methods.

7. Because of the austere resource limitations which are being imposed upon intelligence collection, the DCI urges that your joint requirements be consolidated and arrayed in strictest priority order. He asks that you identify them to me on a consolidated basis, if possible, so that they may be included most effectively in the tasking for the satellite systems.


Chairman

Committee on Imagery Requirements and Exploitation

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Tab C

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Tab C

Memorandum for USIB Forwarding
Proposed Response to Joint Addressees,
[redacted] 18 March 1975

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USIB-D-46.2/37
18 March 1975
Limited Distribution

UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR USIB PRINCIPALS

SUBJECT : Civil Agencies' Requirements for []
Satellite Coverage of the U.S.

REFERENCES: a. USIB-D-46.2/18 (COMIREX-D-15.8/8),
9 September 1971, Limited Distribution;
USIB-D-46.4/50 (COMIREX-D-15.2/23),
11 August 1972, Limited Distribution
b. USIB-D-46.2/27, 20 September 1973,
Limited Distribution

1. The DCI has reviewed and approved in principle the attached (Tab A) draft affirmative reply by Chairman, COMIREX, to a statement of civil agencies' requirements for [] satellite coverage of the U.S.

2. In September 1974 four civil agencies forwarded to Chairman, COMIREX, a joint statement (Tab B) of their projected combined needs for [] satellite coverage of the U.S. and a request for formal assurances that sufficient source materials will continue to be made available in the future to accomplish their civil applications programs. The draft reply draws upon preliminary data provided by the NRO and addresses the specific recommendations advanced by the civil agencies.

3. Paragraph 6 of the proposed reply is written to communicate specific guidance from the DCI to the joint addressees in three policy areas:

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18 March 1975

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a. That the Intelligence Community will not be involved in decisions concerning civil user's needs or priorities;

b. That civil applications are incidental to the foreign intelligence collection effort, and;

c. That the decision to support the civil applications is based on economy of effort at the national level within statutory limitations with respect to domestic affairs and his responsibilities for protection of intelligence sources and methods.

The final paragraph of the proposed reply (paragraph 7) identifies the DCI's support for consolidation and strict prioritization of the civil agencies' requirements.

4. [] advises that an affirmative reply to the joint agencies as proposed in Tab A draft will formally commit the Intelligence Community to continue support to civil applications at a low level of effort as a by-product of the foreign intelligence collection. The jointly submitted statement of requirements by the civil agencies (Tab B) and the proposed response will supersede the USGS requirements of record previously endorsed by the Board (reference a.).

5. An affirmative decision on the joint agencies' request is consistent with past practices and policies endorsed by the USIB and with the basic findings of the earlier [] study activity and the subsequent Federal Mapping Task Force review (reference b.). In addition to consultation with the USIB, the DCI intends to advise PFIAB, NSC, and OMB of the proposed action. He will also have it reviewed with appropriate Members of the Congress before final action is taken.

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6. It is planned to schedule the attached draft reply and related actions on an agenda for Board discussion at an early date, probably 27 March 1975.



Executive Secretary

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Attachment

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Tab D

Tab D

USIB Minute and DCI Reply to OMB
on Federal Mapping Task Force Report,

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USIB-D-46.2/27, 20 September 1973

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USIB-D-46.2/27

20 September 1973

UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT : Federal Mapping Task Force Report

REFERENCE : USIB-D-46.2/26, 18 September 1973,
Limited Distribution through
Restricted Channels

1. In restricted session at the 20 September USIB meeting, with the Deputy Director, National Reconnaissance Office (NRO) in attendance, the Chairman asked Dr. Proctor to comment on the draft memorandum to the Associate Director, Office of Management and Budget. Dr. Proctor advised that this item was placed on the agenda to inform USIB Principals of the DCI's position on the proposal to use satellite reconnaissance photography as a national cartographic data base for unclassified map production on the U.S. The Board Principals were invited to comment on the draft.

2. Mr. Colby asked Admiral de Poix and Mr. Singel if there were any significant differences which might emerge in the Sec Def and D/NRO responses which were also requested by OMB. Admiral de Poix distributed a suggested substitute paragraph 7 to the draft memorandum which was adopted with the addition of a new sentence proposed by the Acting CIA Member.

3. Mr. Singel indicated that he had no particular problems with the draft response, but stressed that use of NRP systems for domestic mapping probably would present operational and security problems. He said, if required, that the NRO would be able to make appropriate adjustments to best utilize its resources. He called attention to the fact that the longer orbital life now planned for the [] would enhance the capabilities for more foreign coverage and, therefore, there would be less film available for domestic coverage.

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USIB D-46 2/27
20 September 1973
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4. [] asked if there were any relationship between the ERTS program and the federal mapping proposal, noting that there was a memorandum on the ERTS program from Mr. Fletcher of NASA to Secretary Shultz. Dr. Proctor commented that Mr. Fletcher's proposal involved new efforts regarding coverage of agricultural targets in a number of countries and had no direct relationship to the Federal Mapping Task Force Report.

5. In the discussion which followed a number of questions were raised regarding present and future relationships between the intelligence satellite program and the broadened new requirements of the civil agencies.

6. After additional comments, the Chairman said that he would forward the memorandum as amended to the Associate Director, Office of Management and Budget.*

[]

Executive Secretary

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*A copy of this memorandum as forwarded is attached hereto.

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WASHINGTON, D. C. 20505

21 SEP 1973

MEMORANDUM FOR: Associate Director
Office of Management and Budget

SUBJECT: Federal Mapping Task Force Report

1. This memorandum responds to your 21 August 1973 request for my views on the Federal Mapping Task Force Report. My comments are limited to the proposed use of satellite reconnaissance photography as a national cartographic data base for unclassified map production on the U.S.

2. I recognize the potential value of satellite photography to meet needs of the various civil agencies, and will certainly do all I can to assist you in this effort within the statutory limitations placed on CIA with respect to involvement in domestic affairs and activities and my responsibilities for the protection of intelligence sources and methods. As you know, I have already approved access by personnel of the Departments of Agriculture, Commerce, and Interior and the Environmental Protection Agency to classified satellite imagery of the U.S. which is acquired incidental to our primary mission of photo coverage of foreign areas. Representatives of my Office of Security and the Committee on Imagery Requirements and Exploitation (COMIREX) are meeting regularly with representatives of the civil agencies to help them use satellite photography within security guidelines and to assist in sanitizing [] material. The U.S. Geological Survey is in the process of revising the U.S. topographic map series based on information derived from [] photography, and other civil agencies are currently preparing similar programs. It should be noted that the maps or materials resulting from this arrangement are of such a nature that they can be issued on an unclassified basis without attribution to satellite photography.



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Attachment
USIB-D-46.2/27

3. The thrust of the recommendations of the Report suggest a greatly broadened civil applications program and I am sympathetic with efforts to find means to economize on national expenditures related to U.S. mapping and survey. However, in light of my responsibilities assigned by both statute and Presidential directive, I must ensure that the implementation of any of its proposals does not interfere with the national intelligence mission. Because the Report's recommendations are many and are destined to have broad impact, I feel that they should be given careful deliberation, and I prefer at this time to comment on the report in a general manner, rather than addressing each specific recommendation.

4. I have two areas of concern relative to the Report. The first relates to the security and viability of the National Reconnaissance Program (NRP). The other is the ability of the NRP to meet the broadened requirements of the civil agencies while at the same time continuing to fulfill the requirements of the U.S. intelligence community.

5. On the matter of security, there is a substantial policy question involved in the declassification of satellite reconnaissance photography, particularly in the form of orthophoto maps as suggested in the study. As you know, I am in the process of seeking Presidential authorization to remove the extraordinary security protection of the [redacted] and place at the SECRET level the fact of photo satellite reconnaissance as well as much of the information and prints from such coverage. Even at the classified level within the intelligence community, the implementation of these decontrol actions poses many problems, the study of which is currently underway.

6. Declassification would pose even greater problems, particularly from the point of view of source attribution, given the proscription against declassifying the fact of satellite reconnaissance. Any attempt to attribute the source of this photography to other than "satellites" could expose the Government to charges of misrepresentation.

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USIB-D-46.2/27

7. With regard to my second area of concern, based upon experience gained in dealing with civil agencies' needs to date, it would appear that the added civil agency photographic requirements suggested in the Report would not have a disabling effect on the ability of the NRP to carry out its intelligence mission, assuming the current launch rate and favorable mission success. As you are aware, the NRP level of funding may be reduced to a point which would allow for only two [] launches per year. Under these circumstances, the ability to satisfy the requirements of civil agencies may be limited due to the criticality of intelligence and DoD mapping, and in the event of a failure, the ability to meet these civil requirements would be extremely limited.

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8. With these concerns in mind, I am prepared to move ahead to develop specifics of a plan which will provide for the maximum possible degree of support to the civil agency programs and at the same time provide the necessary protection of intelligence sources. I am asking the Chairman, COMIREX, to act as my executive agent and to work with your designated representative on further exploration of the feasibilities of implementation.

(s) W. E. Colby

W. E. Colby

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SUSPENSE

Date

Remarks:

Re that civil uses of
recon satellites, could you
make sure that
Plummer has an input?

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DCI/DDCI

3/17/75

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| UNCLASSIFIED | | CONFIDENTIAL | |
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| TO | NAME AND ADDRESS | | |
| 1 | AD/DCI/IC | | |
| 2 | <i>This should be held</i> | | |
| 3 | <i>with NRO files.</i> | | |
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| | ACTION | DIRECT REPLY | PREPARE REPLY |
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| Remarks: <div style="border: 1px solid black; width: 50px; height: 20px; display: inline-block;"></div> <i>(Other copies sent to both)</i> | | | |
| <p>Attached are four sets of documentation prepared for use as an attachment to the memorandum you were preparing for PFIAB, NSC, and OMB (and one copy for your files). The basic attachment is a re-formatted version of the action memo prepared for the Director, modified for use with the tabs as presented. The tabs included in this case (Tab C) a copy of the memorandum forwarding Tabs A and B to the USIB Principals.</p> | | | |
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